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From the Desk of

Sarah C. Michael, Commissioner

May 27, 2002

Winter Use Draft SEIS Comments
 Grand Teton and Yellowstone National Parks
 PO Box 352
 Moose, Wyoming 83012

Sent by e-mail as well.

Subject: Support Alternative 1

Greetings,

I am writing today as President and Co-founder of Winter Wildlands Alliance, a national organization of cross-country skiers, snowshoers and others who are dedicated to promoting and preserving winter wildlands and a quality human-powered winter sports experience on public lands.

I am also an elected Blaine County Commissioner, home of world famous Sun Valley, Idaho ski resort. Before my election, I worked as manager of the Sun Valley Chamber of Commerce, and more recently, served on its Board of Directors. With this background, I am very familiar with the economics of winter recreation and the important contribution of public lands to rural resort communities. In Sun Valley, access to public lands is essential to our county's economic vitality.

I am writing in support of phasing out of snowmobiles from Yellowstone National Park. I would like to address the importance to rural areas of having a diverse winter recreation economy to attract visitors. Experience in winter tourism shows that in order to be competitive, winter resorts need to offer a wide spectrum of recreational opportunities. Sun Valley, Idaho, for example, no longer relies solely on our downhill ski mountain to attract winter visitors. Visitors want variety. Regardless of downhill skiing conditions, our local economy is vibrant because of opportunities to cross country ski, snowshoe, ice skate, take snowmobile tours, helicopter ski, overnight at backcountry ski huts, to try dog sledding or to simply enjoy the peace and quiet of winter wildlands. All of these recreational opportunities are needed to compete and sustain a resort economy.

I make this point because statements have been made about the economic impact of the proposed ban on snowmobiles in Yellowstone. According to the Park's Final Winter Use DEIS, only 4% to 5% of the annual visitation to Yellowstone National Parks occurs in the winter season (December through March) and the direct expenditures represent only .5% of the total economic output of the Greater Yellowstone Area (DEIS, Ch. 3, page 89). With over four hundred miles of groomed snowmobile trails on National Forest land near West Yellowstone as compared to 200 miles in the Park, snowmobiling will continue to play a part in West Yellowstone's economy. The ban on snowmobiles will, however, create a more diverse, sustainable economy for West Yellowstone and attract new winter visitors, once it is not dominated by one recreation that prevents others from experiencing Yellowstone with its natural quiet, clean air, and pristine beauty. These qualities are expected in our National Parks and this is reflected in editorials across the country supporting this ban.

For these reasons, I support the decision that the National Park Service made back in November 2000--to replace snowmobile use in Yellowstone and Grand Teton national parks with park-friendly, people-friendly snowcoaches.

Sincerely,

Sarah C. Michael

Sarah C. Michael



CSKT Preservation
Office
<sktpo@ronan.net>
04/26/2002 01:50 PM
CST

To: grte_winter_use_seis@nps.gov
cc:
Subject: Winter Use SEIS

Francis Auld
Tribal Preservation Assistant
Box 278
Pablo, MT 59855
(406) 675-2700 ext. 1076

Steve Martin,

Thank you for letting us comment on the Winter Use "DRAFT" Supplemental Environmental Impact Statement for the Yellowstone and Grand Teton National Parks and the John Rockefeller Jr Memorial Parkway.

Our Tribes would like to know if this would effect any Cultural Resources that may be in the area of impact? And if there is will there be a plan to protecting them.

Francis Auld



"Dedrick, Mark"
<mark.dedrick@mail.house.gov>
05/29/2002 03:39 PM
AST

To: grte_winter_use_seis@nps.gov
cc:
Subject: Winter Use Draft SEIS Comments

May 29, 2002

The Honorable Rush Holt
U.S. House of Representatives
1630 Longworth House Office Building
Washington, DC 20002
(202)225-5801

Mr. Steve Martin
Superintendent, Grand Teton National Park
Winter Use Draft SEIS Comments
Grand Teton and Yellowstone National Parks
PO Box 352
Moose, Wyoming 83012

Dear Mr. Martin:

I am writing to support the National Park Service decision to phase out snowmobile use in Yellowstone and Grand Teton National Parks. I support a snowcoach transportation system, which will minimize wildlife harassment, reduce air and noise pollution, and protect employee and visitor health and safety.

The original NPS rule is based on a long-standing bipartisan commitment to the protection of our National Parks. Based on the science, the Park Service concluded that snowmobile use is impairing resources in the parks, in violation of the NPS Organic Act's mandate that the Service manage parks to "leave them unimpaired for the enjoyment of future generations." The Service also found that the snowmobile use is "inconsistent with the requirements of the Clean Air Act, Executive Orders 11644 and 11989 [by Presidents Nixon and Carter, relating to off-road vehicle use on public lands], the NPS's general snowmobile regulations and NPS management objectives for the parks." These requirements are all based on a long-standing, bipartisan commitment that our National Parks be given the highest level of protection. The strictest and most detailed government standards applying to snowmobile use in national parks - Executive Order 11644 and the Service's general snowmobile regulations - were adopted by President Nixon and during the Reagan Administration.

In Yellowstone, snowmobiles carrying 80,000 people produce more air pollution each year than all the cars and trucks that carry three million other visitors into the park. The pollution from the snowmobiles impairs visibility in the park, and contributes to pollution levels higher than allowed in a National Park, both of which are violations of the Clean Air Act. The noise from

snowmobiles is audible as much as 95 percent of the time in popular sites, interfering with the enjoyment of other visitors. In addition, snowmobilers regularly harass wildlife, chasing bison back and forth between roadside snowbanks, forcing these animals to expend energy they need to make it through the harsh winter conditions.

Due to snowmobile exhaust at Yellowstone's west entrance, park rangers and fee collectors suffer from symptoms of carbon monoxide poisoning. According to National Park Service records, in December 2000, a dozen Park employees filed medical complaints citing sore throats, headaches, lethargy, eye irritation and tightness in the lungs. Their supervisor requested more staff at the west entrance, not because of a need for additional personnel to cover the work there, but so the supervisor could begin rotating employees more frequently out of the "fume cloud" for the sake of their health. According to the National Park Service Air Resources Division, automobiles outnumber snowmobiles 16 to 1 during the course of a year in Yellowstone, yet snowmobiles produce up to 68 percent of its carbon monoxide pollution and up to 90 percent of the Park's annual hydrocarbon emissions.

Winter in Yellowstone is harsh, with temperatures of 40 degrees below zero and snow depths of five feet or more. Food is scarce and animals, including bison and elk, must work hard to make it through the five months of unforgiving weather. Bison and elk tend to congregate in the river valleys where most of the snowmobile traffic occurs. The noise, traffic and disturbance of snowmobiles cause these animals to waste the precious energy they need to survive. Regardless of new snowmobile technology, these wildlife harassment issues will continue if any snowmobile use occurs in the park units.

Again, I would like to urge you to end the harmful practice of snowmobile use in these two national treasures.

Sincerely,

/s/
RUSH HOLT
Member of Congress



May 28, 2002

Planning Office
Grand Teton National Park
P. O. Box 352
Moose, WY 83012

Dear Sir or Madam:

The Shoshone-Bannock Heritage Tribal Office appreciates the opportunity to provide technical comments to the Winter Use Draft Supplemental Environmental Impact Statement for the Yellowstone and Grand Teton National Parks and the John D. Rockefeller, Jr. Memorial Parkway.

The SEIS does not adequately address concerns of Native Americans. Nor does it clearly define how consultation would be conducted with the different tribes that have ties to the Greater Yellowstone Area. The GYA is a traditionally sensitive place to the Shoshone and Bannock people, and the Park Service has a strong responsibility to ensure the protection and preservation of natural and cultural resources.

The tribes are very concerned by the continued winter use in the areas often frequented by bison herds. It's disturbing to read how some winter users deal with bison that are "in their way." The Shoshone and Bannock people regard the bison as sacred and should be treated with respect.

The purpose of this letter is to provide technical input and not intended as formal government-to-government consultation. Should there be any concerns or questions, feel free to contact me at (208) 478-3706.

Sincerely,

Diana K. Yupe
Tribal Anthropologist

DY/jib

Cc: File/NPS Wyoming-Winter Use Plans

May 29, 2002

Steve Martin
Superintendent
Grand Teton National Park

Suzanne Lewis
Superintendent
Yellowstone National Park

Suzanne and Steve:

I write to comment on the Winter Use Draft Supplemental Environmental Impact Statement (SEIS) for Yellowstone and Grand Teton National Parks and the John D. Rockefeller, Jr. Memorial Parkway.

The status quo regarding the use of snowmachines in Yellowstone and Grand Teton National Parks should not continue. Unfortunately, the Park Service's inability to manage snowmobile traffic in the parks has led it to consider the drastic step of banning all snowmachine access. This overreaction would deny taxpayers, the rightful owners of these national treasures, access to their parks. I urge the Park Service to step up to the plate and address these issues without resorting to such drastic measures. This is not an all or nothing situation, instead there is a third way: to protect the environment and the public's expectation for a quality visit to our national parks by requiring stringent management changes.

I commend the Park Service for working with the State and County cooperators from Wyoming, Montana and Idaho. These interested parties have taken their responsibilities seriously and have submitted excellent information regarding air, noise and socio-economic impacts. In addition, many snowmobile manufacturers have worked hard to develop technology which exceeds the current EPA standards and would comply with the Park Service's definition of "best available technology."

The gateway communities, outfitters, snowmobile users and the snowmachine industry have been proactive on mitigation measures that would minimize noise and air pollution and provide a cleaner, quieter experience for visitors to our National Parks.

I remain concerned about the Park Service's treatment of information presented by the cooperators as not pertinent to the issue. These points of view must be adequately considered by the Park Service in order to make an intelligent decision on this issue.

The bottom line is that the public must continue to have access to their parks and that can be accomplished in a safe and environmentally sound manner.

Sincerely,

Craig Thomas
U.S. Senator

cc: Secretary Norton

Wyoming State Legislature

213 State Capitol / Cheyenne, Wyoming 82002 / Telephone 307-777-7881
http://legisweb.state.wy.us

REPRESENTATIVE HARRY B. TIPTON
House District 33
Tremont County
745 Buena Vista Drive
Lander, Wyoming 82520

Committees:
Appropriations
Rules and Procedure



House of Representatives

April 23, 2002

DRAFT SEIS COMMENTS
Grand Teton and Yellowstone National Parks

Dear Sirs:

I am responding to the request for comments regarding snowmobiles use in the parks. I am a cross country skier and don't like the noisy, smelly snow machines. However, the use in the national parks has become a major activity with many economic aspects. With the new designs it would appear that some of the objections are being mitigated.

Certainly the number of snow machines using Yellowstone Park in the wintertime cannot compare the with millions of automobiles during the major tourist season. These same concerns regarding pure air, the safety of wildlife and a quiet place to enjoy nature would apply to summer use as well.

In summary stopping snow machine use would have significant economic effects with very little overall benefit as long as heavy summer use continues.

I thank you for your attention.

Sincerely,

Harry B. Tipton
House District 33

HE:ysa



United States Department of Agriculture

Natural
Resources
Conservation
ServiceFederal Building
100 East B Street Room 3124
Casper, WY 82601-1969

April 23, 2002

Superintendents
Grand Teton and Yellowstone National Parks
PO Box 352
Moose, Wyoming 83012

Subject: Winter Use Draft SEIS Comments

Dear Sir or Madam:

The Natural Resources Conservation Service (NRCS) operates nine SNOTEL sites in Yellowstone National Park. The sites collect snow and precipitation data for use by the public. In particular, the snow data is an imperative element in forecasting runoff from the mountains in that area of Wyoming, Montana, and Idaho. The Corps of Engineers and the National Weather Service use collected data to manage reservoirs and forecast potential for flooding. Farmers and ranchers rely on data collected at these sites to make crucial farm and ranch operation decisions.

These sites do require winter maintenance. The NRCS would like this essential activity to be included in the SEIS in the same manner as shown for Park employees in Chapter 2, Page 35, -- "Continue allowing personal non-recreation use of snowmobiles by employees and their families living in the interior of Yellowstone; however, subject to available funding, provide administrative snowcoaches for their use and encourage them to replace their current snowmobiles with cleaner and quieter machines utilizing the best available technologies."

Thanks for considering these comments.

Sincerely,

Lincoln E. Burton
LINCOLN E. BURTON
State Conservationist

The Natural Resources Conservation Service provides leadership in a partnership effort to help people conserve, maintain, and improve our natural resources and environment.

An Equal Opportunity Provider and Employer

DONALD A. MANZULLO, ILLINOIS
CHAIRMAN

NYDIA M. VELÁZQUEZ, New York

Congress of the United States

House of Representatives

107th Congress

Committee on Small Business

2561 Rayburn House Office Building

Washington, DC 20515-6515

May 28, 2002

Via Facsimile and Electronic Mail

Planning Office
Grand Teton National Park
PO Box 352
Moose, WY 83012

Dear Park Superintendent:

These comments respond to the notice of availability of the supplemental environmental impact statement (SEIS) on modification of the winter use plan in Yellowstone and Grand Teton National Parks. 67 Fed. Reg. 15, 223 (March 29, 2002). The SEIS is inadequate because it fails to properly consider: 1) the socioeconomic impacts associated with limiting snowmobile use especially as it affects small businesses throughout the nation and the small communities adjacent to the two parks; 2) reasonable alternatives that mitigate environmental harm without limiting access to snowmobiles; and 3) the adverse environmental consequences of snowcoach use in the two parks. As Chairman of the Small Business Committee of the United States House of Representatives, I am concerned that the SEIS will not provide a sufficient basis upon which to base a record of decision for modification of the winter use management plan. An adequate SEIS would demonstrate that the National Park Service (NPS or Service) can adopt a winter use management plan that protects unique ecosystems of Yellowstone and Grand Teton National Parks without severe damage to small businesses and the small rural communities that abut the two parks. For example, the SEIS should examine an alternative of historic snowmobile visitation patterns limited to four-stroke engines.

The National Park Service issued a regulation on January 22, 2001 reducing and then eliminating the use of personal over-snow motorized vehicles (snowmobiles) in Yellowstone and Grand Teton National Parks. 66 Fed. Reg. 7260. That final rule was challenged in federal court by, among others, the International Snowmobile Manufacturers Association. The government settled that lawsuit on June 29, 2001 in which it was agreed that a SEIS would be prepared and that an additional cooperating agency would be the state of Wyoming.¹ Given the concern over

¹ The previous cooperating agencies were the United States Forest Service, the states of Montana and Idaho, Fremont County, Idaho, Gallatin and Park Counties, Montana, and (continued...)

air emissions in the Parks, the United States Environmental Protection Agency also has become a cooperating agency.

The SEIS examines four alternatives separate from those that were developed in the final environmental impact statement that supported the record of decision to eliminate snowmobiles from the two parks. Alternative 1a is the "no action" alternative which would keep the use and management decisions as set forth in the record of decision that resulted in the elimination of snowmobile use for the 2003-2004 winter season.² Alternative 1b is the same as alternative 1a but would eliminate snowmobiles for the 2004-2005 winter season.³ Alternative 2 allows for the use of snowmobiles with daily use capped if they meet EPA 2010 emission limits and sound levels do not exceed 78 decibels. Alternative 3 would require best available technology for both sound and noise levels with even greater reductions in the number of snowmobiles allowed for daily use.

I. Inadequate Consideration of Socioeconomic Impacts under NEPA⁴

NEPA was enacted to force federal agencies to consider the environmental consequences of major actions and demonstrate to the public that environmental effects were considered in the decisionmaking process. *Baltimore Gas & Elec. Co. v. NRDC*, 462 U.S. 87, 97 (1983). However, NEPA does not elevate environmental considerations over other appropriate concerns. *Id.*, citing *Snyckers' Bay Neighborhood Council v. Karlen*, 444 U.S. 223, 227 (1980). Thus, an agency is at liberty to place other factors and considerations, such as the economic survival of small rural communities, ahead of mitigation of environmental factors. *Robertson v. Methow Valley Citizens Council*, 490 U.S. 332, 350 (1989).⁵ NEPA requires the preparation of an

¹(...continued)

Park and Teton Counties, Wyoming.

² On March 29, 2002, the Service published a proposed rule that would delay the implementation of existing snowmobile regulations for one year pending the finalization of the SEIS and a new record of decision. 67 Fed. Reg. 15,145 (2002). Implementation of the original record of decision was delayed by Pub. L. No. 106-554, the Consolidated Appropriations Act of 2000.

³ The proposed rule issued by the NPS on March 29, 2002, if adopted, would effectively implement alternative 1b.

⁴ National Environmental Policy Act, 42 U.S.C. §§ 4321-47.

⁵ Of course, as the Service notes, SEIS at 5, its primary responsibility under its organic statute is to "conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of same in such manner and by such means as will leave (continued...)

environmental impact statement (EIS) for all "major federal actions significantly affecting the quality of the human environment." 42 U.S.C. § 4332(C). Pursuant to the regulations of the Council of Environmental Quality (CEQ), an agency considering an action that affects the physical environment is then required to assess the socioeconomic effects of the action. 40 C.F.R. § 1508.14;⁶ cf. *Como-Falcon Community Coalition, Inc. v. United States Department of Labor*, 609 F.2d 342, 345-46 (8th Cir. 1979), cert. denied, 446 U.S. 936 (1980); *Stauber v. Shalala*, 895 F. Supp. 1178, 1194 (W.D. Wis. 1995) (socioeconomic effects need not be considered absent impact on physical environment). Effects are defined to include economic effects, be they direct or indirect. 40 C.F.R. § 1508.8. Indirect effects are those caused by the action (in this case reduction of snowmobile use in the two parks) and are later in time or farther removed in distance but are still reasonably foreseeable. *Id.* Therefore, the NPS, in considering changes to the winter use plan of the two parks, must consider the socioeconomic impacts, both direct and indirect, of these changes.

The baseline analysis in the SEIS is the economic analysis for the final EIS accompanying the record of decision phasing out snowmobiles for the 2002-03 winter season. In a July 13, 2000 hearing entitled "The Impact of Banning Snowmobiles Inside National Parks on Small Business" before the Subcommittee on Tax, Finance and Exports of the Committee on Small Business, witnesses testified that the National Park Service grossly underestimated the impact of the elimination of snowmobiles on small businesses both within the five county region abutting Yellowstone and Grand Teton National Park and throughout the United States. Furthermore, the testimony at the hearing demonstrated that the Service failed to consider the indirect effects that reductions in revenue would have on the provision of governmental services in the communities adjacent to the parks.⁷

⁶(...continued)

them unimpaired for the enjoyment of future generations." 16 U.S.C. § 1. The Service is given substantial discretion in carrying out this function. *Wilkinson v. Department of Interior*, 634 F. Supp. 1265, 1279 (D. Colo. 1986). The management discretion embodied in the organic statute enables the NPS to balance the conflicting policies of conservation and visitor enjoyment. *Southern Utah Wilderness Alliance v. Dabney*, 222 F.3d 819, 826-27 (10th Cir. 2000); *Bicycle Trails Council v. Babbitt*, 82 F.3d 1445, 1468 (9th Cir. 1996). Thus, the Service need not elevate conservation over other management factors unless the other factors lead to a "permanent" impairment of a national park's resources. *Southern Utah Wilderness Alliance*, 222 F.3d at 825.

⁶ CEQ regulations are entitled to substantial deference in interpreting NEPA. *Andrus v. Sierra Club*, 442 U.S. 347, 358 (1979). All agencies are required to follow CEQ's regulations. 40 C.F.R. § 1500.3 citing E.O. 11,991 (rel. May 24, 1977).

⁷ These comments hereby incorporate the full record of that proceeding which is available at <http://www.house.gov/smbiz/2000/000713/index.htm>. ("Subcommittee Hearing").

A subsequent field hearing on the impact of snowmobiles in the two parks was held on January 26, 2002 in West Yellowstone, MT at which it was noted snowmobile use was critical to the survival of businesses and the communities that abut Yellowstone National Park.⁸ Many small businesses would have to shut down during the winter with the elimination or severe restriction of snowmobile use in the two parks.⁹ Testimony at the field hearing also revealed that reduced winter visitation would damage the ability of West Yellowstone, MT to provide services for its residents.¹⁰ Similar concerns were raised by residents during a post-testimony forum that was incorporated into the hearing record.

Despite this testimony (which was available to the NPS), the Service still maintains that the correlation between visits at the west gate of Yellowstone National Park and the economy of West Yellowstone, MT "is not as close as one might expect." SEIS at 154. The SEIS should be revised to include a more accurate estimate on the adverse economic consequences to the communities adjacent to the two parks. Until such modifications are made to the SEIS, it does not provide an adequate assessment of the socioeconomic impacts in the five county region surrounding the two parks.

The SEIS, like the FEIS, also did not assess all of the indirect socioeconomic impacts associated with the elimination of snowmobiles in the two parks. The SEIS notes that reductions in snowmobile access in the parks will reduce the number of visitors to the two parks¹¹ since the majority of winter users of the park are snowmobilers.¹² The tacit assumption of the SEIS is that snowmobile use will shift to other areas in the United States. While there may be some shift to other parts of the country, the prominence of the two parks in the snowmobiling community may

⁸ *Protecting Small Business and National Parks: The Goals are not Mutually Exclusive*, Hearing Before the Committee on Small Business ("Field Hearing"). The complete record of this proceeding is incorporated by reference and can be obtained at <http://www.house.gov/smbiz/hearings/107th/2002/20126/index.html>.

⁹ *Id.*, Testimony of Robert Walker, Flagg Ranch Resort and Clyde Seeley, Yellowstone Tour & Travel.

¹⁰ *Id.*, Testimony of Glenn Loomis, Yellowstone Motorsports; see also Response of Melissa Buller to question from Chairman Manzullo. In addition to his business, Mr. Loomis is a member of the West Yellowstone, MT town council.

¹¹ SEIS at 151.

¹² *Special Regulations, Areas of the National Park System: Proposed Rule*, 65 Fed. Reg. 79,024, 79,024 (Dec. 18, 2000). Sixty percent of the visitors in the winter to Yellowstone National Park use snowmobiles as their method of entry. *Id.*

result in a reduction of snowmobile use in the United States.¹³ In turn, this will have a multiplier effect in many communities that manufacture snowmobiles, parts, and accessories. Snowmobiling contributes approximately \$7 billion dollars¹⁴ and 75,000 full-time jobs to the American economy. The International Snowmobile Manufacturers Association estimates that there are approximately 230 small businesses that are suppliers to the snowmobile manufacturers.¹⁵ For example, a reduction in snowmobile use would lead to cutbacks in a Polaris factory in Vermillion, SD that employs 153 people and indirectly creates another 146 jobs in the area.¹⁶ Thus, reductions in snowmobile usage in Yellowstone National Park have an indirect effect that reverberates throughout the American economy.

As already noted, CEQ requires an agency, in preparing an EIS to examine indirect effects that are reasonably foreseeable. Potential effects that are highly speculative or indefinite need not be considered. *Presidio Golf Club v. National Park Service*, 155 F.3d 1153, 1163 (9th Cir. 1998). Under NEPA, indirect effects need only be examined if there is a close causal relationship between the change in the physical environment and the effect at issue. See *Metropolitan Edison Co. v. People Against Nuclear Energy*, 460 U.S. 766, 774 (1983). The reduction in snowmobile use contemplated by the regulation is the close causal relationship that creates indirect socioeconomic impacts on the snowmobiling industry throughout the United States that should have been assessed in the SEIS.¹⁷ The failure to assess these reasonably

¹³ Yellowstone Country bills itself as the snowmobiling capital of the world because it has the most extensive snowmobile trail system in the United States. See <http://yellowstone.vistmt.com/winter2.html>. The prominent place of Yellowstone National Park in the snowmobiling community is such that the World Snowmobile Exposition is held in West Yellowstone, MT every year. See <http://www.snowmobileexpo.com>.

¹⁴ Data on the economic impact of snowmobiling is available from the International Snowmobile Manufacturers Association at <http://www.snowmobile.org>.

¹⁵ Telephone conversation between Ed Klim of the International Snowmobile Manufacturers Association and Barry Pineles, Regulatory Counsel to the Committee (March 21, 2002).

¹⁶ Subcommittee hearing, Testimony of Dr. James Abbott, President of the University of South Dakota.

¹⁷ The Service cannot argue that the calculation of the indirect costs would be overly suspect. Economists have developed a variety of techniques to estimate the economic impact and value of outdoor recreation services. See, e.g., D. English & J.M. Bowker, *Economic Impacts of Whitewater Rafting*, 32 Water Resources Bulletin 1319-28 (1996); M. Clawson & J.L. Knetsch, *Economics of Outdoor Recreation* (1966). These techniques include contingent valuation, willingness to pay surveys, and input-output modeling of multiplier effects. The Department of (continued...)

foreseeable indirect effects underestimates the adverse economic consequences of the alternatives in the SEIS.

The SEIS represents the key element in the decisionmaking process for changes to the winter use management plan of the two parks. The hearings held by the Committee and the analysis of the SEIS by committee staff demonstrate that the SEIS needs further supplementation to properly address socioeconomic impacts. Until these are adequately considered, the Service cannot reach a rational decision concerning winter utilization of the two parks.

II. Failure to Consider Reasonable Alternatives

The cornerstone of any EIS is the consideration of alternatives. 42 U.S.C. § 4332(C); see *Robertson*, 490 U.S. at 351-52. CEQ regulations require agencies to "rigorously explore and objectively evaluate all reasonable alternatives." 40 C.F.R. § 1502.14. If there are viable and reasonable alternatives that go unexamined, the EIS is inadequate. *Morongo Band of Mission Indians v. FAA*, 161 F.3d 569, 575 (9th Cir. 1998) (citations omitted); *Dubois v. USDA*, 102 F.3d 1227, 1286 (1st Cir. 1996), cert. denied, 521 U.S. 1119 (1997).

Assuming for the sake of argument that the current unlimited access by snowmobiles to the two parks represents a permanent impairment of the resource for future generations,¹⁸ then the Service is obligated to find a management plan that will conserve those resources. The NPS only examined alternatives which strictly limit the number of snowmobile visits on a given day. The Service did not study the impact on the environment of a limitation based on historic usage patterns but prohibiting anything other than four-stroke engines that meet noise and pollution emission standards. In other words, the NPS predetermined, without any analysis, that there must be a reduction in the use of snowmobiles in the two parks irrespective of the actual

¹⁷(...continued)

Interior recognizes these as value methods for monetizing the value of natural resources. See 43 C.F.R. § 11.18(a)(2) (incorporating these economic techniques for estimation of natural resource damages).

¹⁸ Yellowstone National Park receives about 4 million visitors a year of which only about 77,000 use snowmobiles. The vast majority of these 4 million visitors come by motor vehicle, usually the family car. Yet, the Service is convinced that unlimited use of snowmobiles represents the greatest detriment to future generations' enjoyment of Yellowstone National Park. While there is some evidence that snowmobiles contribute somewhat disproportionately to the pollution problem in Yellowstone National Park, the Service does not make any suggestions or recommendations concerning limitations on motor vehicle traffic in the spring and summer despite the fact that 73% of the carbon monoxide identified in the park comes from vehicles other than snowmobiles. SEIS at 100. Nor does the SEIS identify the total amount of particulate matter generated by snowmobiles in comparison to motor vehicles during the spring and summer.

environmental effects of the use of four-stroke engines on the environment. If the purpose of preparing an EIS is to ensure that the Service is "provided with a detailed and careful analysis of the relative environmental merits and demerits of the proposed action..." *NRDC v. Callaway*, 524 F.2d 79, 92 (2d Cir. 1975), then the exclusion of a viable alternative undercuts the primary objective of preparing an EIS. The exclusion of an alternative that might conserve the ecosystem without unduly damaging the socioeconomic status of the rural communities abutting the two parks or the snowmobiling industry in general then renders the current SEIS inadequate. The Service should examine an alternative permitting historic usage patterns with new four-stroke technologies.

III. Failure to Weigh the Environmental Impacts of Snowcoaches on the Environment

Nowhere in the final EIS or the SEIS is there any consideration to the adverse impact that snowcoaches will have on the environment. The Service concluded that snowcoaches must be environmentally more benign than snowmobiles because they are converted passenger vans that already meet significantly stricter emission standards of light duty gasoline truck engines. SEIS at 176. When closely examined, however, the use of snowcoaches are not as environmentally friendly as the Service wants to believe.

Slipped into a footnote in the SEIS is the following statement: "Estimates of the emissions for conventional vans converted to oversnow travel indicate that the emissions increase once the conversion is made." *Id.* at 39 n. 4. In other words, the converted vans are nowhere near as environmentally benign as the tens of thousands of light duty gasoline trucks that traverse the parks during the spring and summer. The NPS assumes that the emissions for the converted vans are identical to those for light duty gasoline trucks. *Id.* at 176, Table 40 and 178, Table 43 (shuttle vans and light duty truck emissions identical). The Service should have assessed the environmental consequences of the snowcoaches in the environment (not on a dynamometer or other laboratory testing facility) and compared the snowcoaches to the new four-stroke snowmobile engines. The NPS also should not have assumed that the converted vans, not all of which were former passenger vans,¹⁹ generate less pollution than new four-stroke snowmobiles.²⁰ The failure to provide an accurate assessment of the air emissions of the snowcoach undermines the validity of the SEIS.

Nor did the Service weigh other environmental consequences from the substantial use of snowcoaches. Snowcoaches are large, cumbersome vehicles that grind, scrape, and shake their

¹⁹ Many of the snowcoaches are former diesel-based army personnel carriers with one long bench on each of the vehicle. The SEIS does not address the pollution from these vehicles.

²⁰ Given the cost of converting a vehicle to a snowcoach, it is far more probable that the two-stroke snowmobiles will be replaced more quickly than the highly polluting former military personnel carriers that were converted to snowcoaches.

way across roads and mountain passes.²¹ Due to elevation and terrain, snowcoaches would be limited to accessing Yellowstone National Park at the west gate thereby concentrating pollution at West Yellowstone, MT.

Snowcoaches are not quiet, particularly in comparison to the new four-stroke engines in snowmobiles. Snowcoaches make "an amazing amount of noise as they bounce over the ruts and ridges of snow-packed roads, a high-decibel mix of the sounds of breaking glass and crushing rocks. Passengers taking the tour from West Yellowstone to Old Faithful ... were overwhelmed by the din, so loud it drowned out entire groups of *two-strokes passing in both directions*. Earplugs were thoughtfully provided, but this basically meant that between the plugs and the engines the tourists could only share their awe ... by shouting."²² The SEIS does not assess the impact of increased noise from snowcoach use on wildlife. Therefore, the SEIS is inadequate for not evaluating the environmental consequences of the primary alternative to snowmobile use in the parks.

Snowcoaches do not travel at the same speeds that snowmobiles do. Thus, for tourists to see the same amount of scenery in the parks, the snowcoaches will have to be operating for longer periods of time than snowmobiles. Yet, the NPS does not consider this adverse environmental consequence in determining pollution contributions by snowcoaches.

Finally, the NPS did not adequately assess the socioeconomic impact of snowcoaches. While the Service assumes that there will be a reduction in the number of visitors to the parks because of limitations on snowmobiles, the Service did not use time-tested techniques, *see supra* note 17, to evaluate whether sufficient numbers of visitors would desire to utilize snowcoaches. Nor has the NPS considered the problems in obtaining an adequate number of snowcoaches to replace snowmobiles. If the operators of existing snowmobile rental shops cannot obtain sufficient numbers of snowcoaches (due to lack of manufacturing capacity or capital or some combination thereof), the NPS does not assess the consequences to those businesses that rely on winter travel to Yellowstone and Grand Teton National Parks. The inability to obtain snowcoaches also would prevent the vast majority of the public (excluding snow hikers and cross-country skiers) from accessing the park in the winter beyond the immediate boundary areas of the two parks. The limitation on access would violate the Service's organic statutory requirement of ensuring enjoyment of the scenery by the American public. *See* 16 U.S.C. § 1.

²¹ *Snowmobiling in Yellowstone and Grand Teton National Parks*, Hearing Before the Subcommittee on National Parks, Historic Preservation and Recreation of the Committee on Energy and Natural Resources, Testimony of Senator Enzi (May 25, 2000).

²² D. McAuliffe, *Snowmobilers Could Shift into Park Again*, Washington Post, § A, 3 (Feb. 15, 2002) (emphasis added). The noise created by snowcoaches was confirmed by Phil Eskeland, Deputy Staff Director of the Committee, during a visit to Yellowstone National Park on January 27, 2002.

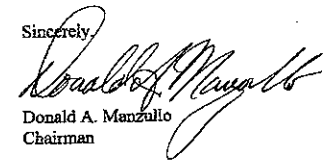
The Service should have considered the availability of snowcoaches in assessing their value as a replacement for snowmobiles.

IV. Conclusion

The Service should be commended for reexamining the basis upon which it made its 2001 decision to eliminate snowmobiles from the two parks. However, the SEIS does not currently constitute an adequate foundation on which to base a decision on future winter use in the two parks. The two hearings held by the Committee demonstrate that protecting the resources of the two parks need not come at the expense of small businesses, rural communities, or the snowmobiling industry. The Service must examine other alternatives, such as historic patterns of snowmobile visits but utilizing only new four-stroke engines, besides those set forth in the SEIS to ensure that it has considered all reasonable alternatives that do not impose undue adverse consequences on either the physical or socioeconomic environment.

I will be submitting, under separate cover, the printed copies of the two hearings incorporated by reference in these comments. Should you have any questions concerning these comments, please contact Barry Pineles, the Committee's Regulatory Counsel at 202-225-5821.

Sincerely,


Donald A. Manzullo
Chairman

cc: The Honorable Gale Norton, Secretary
The Honorable Fran Mainella, Director, National Park Service

**The Office of Advocacy
Small Business Administration**

May 3, 2002

The Honorable Gale A. Norton
Secretary of the Interior
U.S. Department of the Interior
1849 C Street, N.W.
Washington, D.C. 20240

**Subject: The National Park Service's Supplemental Environmental Impact
Statement over the Snowmobile Phase out in Yellowstone Park**

Dear Secretary Norton:

The Office of Advocacy of the U.S. Small Business Administration (Advocacy) was established by Congress pursuant to Public Law 94-305 to represent the views of small business before Federal agencies and Congress. One of the primary functions of Advocacy is to measure the impacts of Government regulation on small entities and make recommendations for eliminating excessive or unnecessary regulation of small entities.

On March 29, 2002, the National Park Service published a Notice of Availability for the Supplemental Environmental Impact Statement (SEIS) on the phase-out of snowmobile use in Yellowstone and two other national parks.¹ The SEIS provides the information upon which the Park Service proposes to base the decision whether to reconsider the phase-out or not. The SEIS also presents alternatives using the final rule, which phases out snowmobiles, as the baseline.

Advocacy previously filed a comment letter concerning the final snowmobile rule on April 16, 2001. The subject of today's letter is to raise new questions, based on the SEIS,

about the Park Service's decision to certify the final rule, in lieu of preparing the Final Regulatory Flexibility Analysis or FRFA. Section 605 of the Regulatory Flexibility Act (RFA)² allows an Agency head to certify the rule if it is not expected to have a significant economic impact on a substantial number of small entities, but there must be a factual basis for the decision.

The RFA certification was based on facts presented in the FEIS, but the SEIS provides information that contradicts the FEIS. For example, the SEIS shows that the small entity impacts, which were already extreme when compared with their revenue, are even greater than had been assumed. It also shows that alternatives to limit the number and type of snowmobiles in these parks, alternatives Advocacy supported, would actually cost significantly less than the rule, which would phase out all snowmobile use. SEIS, Table S-2.

The RFA certification is based on the FEIS, however new facts regarding the impact were revealed in the SEIS. For this reason, Advocacy recommends that the Park Service withdraw the certification and amend it in light of the SEIS. If after reconsideration, the Park Service finds that the rule will not be expected to have a significant economic impact on a substantial number of small entities, the Agency may certify the rule but must provide a factual basis for the decision. Otherwise, the Park Service must prepare a FRFA and release it for public comment.

Sincerely,

/s/Shawne Carter McGibbon
for Thomas M. Sullivan
Thomas M. Sullivan
Chief Counsel for Advocacy

/s/
Austin R. Perez
Assistant Advocate

¹ See 67 Fed. Reg. 15223, for the notice. The SEIS can be found at www.nps.gov/grte/winteruse/intro.htm.

² See 5 U.S.C. §§ 601, et. seq.



Leland "Lee" G. Heinrich
VALLEY COUNTY
IDAHO

P. O. Box 1350 / 219 North Main Street / Cascade, Idaho 83611-1350

CLERK OF THE DISTRICT COURT
EX-OFFICIO AUDITOR & RECORDER

Recorders Office (208) 382-7100
Court Office (208) 382-7178
FAX (208) 382-7107
E-Mail: lheinrich@co.valley.id.us

March 28, 2002

Winter Use Draft SEIS Comments
Grand Teton and Yellowstone National Parks
c/o The Blue Ribbon Coalition
4555 Burley Drive, Suite A
Pocatello, ID 83202-1921

Dear Superintendent:

Valley County would urge you to support Alternative #2 that was developed by many cooperating agencies. It is a known fact winter recreation is increasing, especially snowmobiling activities.

With this continuing growth, all of us realize it will bring the need for more education and unfortunately more rules and regulations. We would hope that "common sense" can prevail through all of these negotiations concerning the various proposals.

It is not unreasonable to control high use peak days. It is not unreasonable to set some emissions standards as long as they are based on science. Curtailment of hours of allowed operation of snowmobiles may need to be set. Setting of enforced speed limits on congested trails also makes sense for public safety.

We in Valley County are faced with the ever-increasing use, but we believe the best policy is to try and mitigate the detrimental effects and avoid "lock downs" or "closures."

It is your responsibility to form partnerships with the surrounding communities, counties and other agencies and associations so that a joint cooperative effort is formalized to educate the users and the public in order to protect our resources, while at the same time being able to utilize and enjoy them.

We would ask you to give full consideration to Alternative #2.

Sincerely,

Leland G. Heinrich
Valley County Clerk
Valley County, Idaho



City of Wall

501 MAIN STREET P.O. BOX 314
WALL, SOUTH DAKOTA 57790-0314
Phone 605/279-2663

April 12, 2002

Winter Use Draft SEIS Comments
Grand Teton and Yellowstone National Parks
PO Box 352
Moose, WY 83012

RE: Winters Use Plan SEIS Comments

Dear Yellowstone and Grand Teton Park Management Team:

I support alternative #2 that would continue to allow snowmobile access to Yellowstone and Grand Teton National Parks and to the John D. Rockefeller, Jr. Memorial Parkway on an individual basis. I do not agree that only four stroke snowmobiles should be allowed in the Parks. Cleaner emission requirements should be phased over a period of years as they have been with other motorized vehicles. I do not support any proposal for snowmobiles to either be prohibited entry into the Parks or allowed access only with guides.

The financial impact of closing these parks will affect many surrounding areas. In Wall we depend on sales tax money for our livelihood. Without the snowmobile traffic going through Wall on their way to Yellowstone and Grand Teton, our winter income will be severely affected. I know that you all realize how tight budgets are these days and would take the financial impact that would be causing for so many areas into affect when you make your decision.

Snowmobiling is a fun family sport enjoyed by thousands. Please keep Yellowstone open for winter snowmobiling for the generations of the future so that they will be able to continue to enjoy nature's tremendous beauty and excitement.

Sincerely,

Bobbi Dartt
Finance Officer

AGRICULTURE & TOURISM "Industries of which we are proud."

TOWN OF WEST YELLOWSTONE MONTANA

Naturally Scenic

May 16, 2002

Winter Use Draft SEIS Comments
Grand Teton and Yellowstone National Parks
Box 352
Moose WY 83012

Dear Superintendents Martin and Lewis,


This letter is written to provide comments from Gateway Communities on the Draft Winter Use Supplementary Environmental Impact Statement for Yellowstone and Grand Teton National Parks.

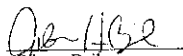
Gateway communities fulfill an important role in support of the Park Service's mission to preserve and protect park resources by providing services beyond the park borders. Gateway communities make it possible for many more visitors to enjoy the natural wonders of Yellowstone and Grand Teton without putting additional strain on the natural resources that make these parks so attractive to visitors. These services meet the needs not only of visitors but of park personnel as well. Our relationship with the parks is symbiotic: the health of the parks ensures the health of gateway communities and vice versa. It is, therefore, essential that management decisions protect the national treasures and ensure the continued viability of gateway communities.

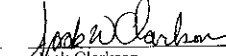
One of the primary concerns of our communities is to ensure that historic winter visitation levels are maintained. We support efforts to incorporate the maintenance of historic visitation levels in the mix of any winter use alternative and urge the Park Service to include this consideration in its final recommendation of a winter use plan.

As your gateway partners, we thank you for your consideration comments.

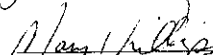
Sincerely,


Jerry Johnson
Mayor


Gibson Bailey
Council Representative


Jack Clarkson
Council Representative


Glen Loomis
Council Representative


Mary Phillips
Council Representative



P.O. Box 1570 West Yellowstone, Montana 59758 (406) 646-7795 Fax (406) 646-7511



Wyoming County Commissioners Association

Post Office Box 86
409 W. 24th St.
Cheyenne, Wyoming 82003
(307) 632-5409
Fax (307) 632-6533

R. TRACY RHODES, President
BILL GLANZ, Vice President
JACK KNUDSON, Treasurer
JOSEPH M. EVANS, Executive Director
Website: www.wyo-wcca.org

May 7, 2002

Gale A. Norton, Secretary
Department of the Interior
1849 C Street, N.W.
Washington, D.C. 20240

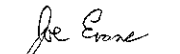
Dear Ms. Norton:

At the recent Wyoming County Commissioners Association meeting held in Sundance, Wyoming on May 3, 2002, the commissioners passed a resolution concerning Park and Teton Counties, Wyoming and the other three Yellowstone gateway counties that were designated as "Cooperating Agencies" to develop the Yellowstone/Grand Teton National Parks Winter Use Plan/Supplemental Environmental Impact Statement (SEIS).

The Wyoming County Commissioners' Association strongly supports Alternative 2 as proposed by the Cooperating Counties and States and urges the National Park Service to adopt Alternative 2 in the Final SEIS and the Record of Decision. A copy of the resolution is attached.

We would appreciate your consideration of the WCCA position regarding this issue. Please call me if you have any questions.

Sincerely,


Joe Evans
Executive Director

cc: Senator Craig Thomas
Senator Mike Enzi
Rep. Barbara Cubin
Governor Jim Geringer, Wyoming
Governor Dirk Kempthorne, Idaho
Governor Judy Martz, Montana

Jolynn Coonce, Teton County, Wyoming
Tim Morrison, Park County, Wyoming
Ellen Woodbury, Park County, Montana
Bill Murdock, Gallatin County, Montana
Tamra Cikaitoga, Fremont County, Idaho

Wyoming County Commissioners Association

P.O. Box 86, Cheyenne, Wyoming 82003, Phone: 307-632-5409 FAX: 307-632-6533

RESOLUTION

Committee: Public Lands and Environment
 Committee Chair: Jan Evans (Campbell County)
 Resolution Number: Public Lands and Environment 1-2002

WHEREAS, the National Park Service hastily finalized a ban on the use of personal recreational snowmobiles in Grand Teton and Yellowstone National Parks on the very last day of the last Administration; and

WHEREAS the State of Wyoming and others sued the National Park Service alleging violations of the National Environmental Policy; and

WHEREAS, the National Park Service, after weighing the litigation risks and on the advice of career attorneys and other officials at the Departments of Justice and Interior, agreed to settle the lawsuit;

WHEREAS, the new Supplemental Environmental Impact Statement (SEIS) contains Alternative 2 that was developed by Park and Teton Counties, Wyoming together with 3 other gateway counties and the States of Wyoming, Montana and Idaho; and

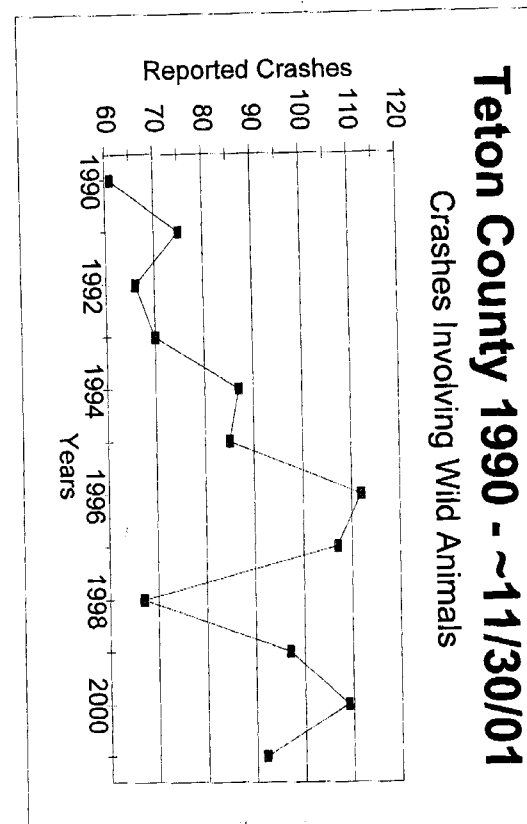
WHEREAS Alternative 2 of the SEIS offers a balanced alternative that uses sound science, new 4-stroke technology and common sense to solve the issues that confront the Parks management; and

WHEREAS Alternative 2 provides for reasonable restrictions; including immediate implementation of daily entrance limits based on historic averages, advanced sale of park entry permits at convenient, easily found locations, the strict enforcement of speed limits and other existing laws and regulations including those that prohibit off-road travel and wildlife harassment of wildlife and the adoption of an Adaptive Management Plan that can be modified to change with the times by adopting technological advances for all modes of travel;

NOW THEREFORE BE IT RESOLVED, that the Wyoming County Commissioners Association strongly supports Alternative 2 as proposed by Cooperating Counties and States and urges the National Park Service to adopt Alternative 2 in the Final SEIS and the Record of Decision

Passed by the General Body of the Wyoming County Commissioners' Association on May 3, 2002


 Tracy Rhodes, President
 Wyoming County Commissioners' Association



AVERAGE STATE-WIDE CRASH RATES BY HIGHWAY
(WILD ANIMAL CRASHES ONLY)
PREPARED: MAY, 21, 2002

	1992	1993	1994	1995	1996
Wild Animal Crashes	318	217	203	224	338
Crash Rates	0.21	0.12	0.13	0.11	0.17
Interstate Systems: (Does not include I-80)	23	35	38	39	58
Crash Rates	0.32	0.27	0.29	0.14	0.21
Primary Systems: (Includes I-80 with P-25)	38	38	44	39	45
Crash Rates	0.09	0.08	0.09	0.08	0.10
Secondary Systems: (Includes I-80 with P-25)	180	131	186	156	215
Crash Rates	0.24	0.31	0.37	0.30	0.27
State Highway Systems: (Includes I-80 with P-25)	13	16	18	6	9
Crash Rates	0.28	0.39	0.43	0.15	0.23
Urban Systems: (Includes I-80 with P-25)	25	34	34	32	22
Crash Rates	0.15	0.22	0.21	0.20	0.14
Rural Systems: (Includes I-80 with P-25)	2	0	0	3	3
Crash Rates	0.03	0.00	0.04	0.13	0.12
Service Roads: (Includes I-80 with P-25)	1	0	2	1	0
Crash Rates	0.00	0.00	0.00	0.07	0.00

	1997	1998	1999	2000	2001
Wild Animal Crashes	333	372	363	418	402
Crash Rates	0.16	0.17	0.16	0.18	0.17
Interstate Systems: (Does not include I-80)	44	35	51	48	62
Crash Rates	0.15	0.12	0.18	0.15	0.19
Primary Systems: (Includes I-80 with P-25)	200	121	128	827	761
Crash Rates	0.43	0.27	0.43	0.49	0.45
Secondary Systems: (Includes I-80 with P-25)	89	41	51	55	48
Crash Rates	0.12	0.06	0.10	0.11	0.10
State Highway Systems: (Includes I-80 with P-25)	75	221	289	260	271
Crash Rates	0.28	0.46	0.50	0.52	0.54
Urban Systems: (Includes I-80 with P-25)	0	0	0	0	0
Crash Rates	0.00	0.00	0.00	0.00	0.00
Rural Systems: (Includes I-80 with P-25)	0	0	0	0	0
Crash Rates	0.00	0.00	0.00	0.00	0.00
Service Roads: (Includes I-80 with P-25)	2	31	35	5	42
Crash Rates	0.10	0.13	0.11	0.17	0.25
Urban Systems: (Includes I-80 with P-25)	1	1	1	2	2
Crash Rates	0.06	0.13	0.06	0.14	0.12

* Rate = (Crashes/(Vehicles * (365/Day))) / (Section Length) = (Crashes/(Vehicles * (365/Day * Section Length)))
Daily Vehicle Miles Utilized from Planning's Vehicle Miles Summary Pages.
2001 Rates estimated from 2000 Daily Vehicle Miles 2001 data not available.

Summary Of All Reported Crashes Involving Wild Animals In Wyoming By County
Years: 1990 to -11/30/01

Year	Albany	Big Horn	Campbell	Carbonate	Converse	Crow	Fremont	Goshute	Hotchkiss	Johnson	Laramie	Lincoln	Medicine	Mountain	Park	Platte	Sheridan	Soldado	Sweetwater	Teton	Washakie	Wyoming
1990	20	31	51	51	52	52	52	24	14	79	15	44	83	17	44	28	27	40	28	67	16	161
1991	22	46	53	72	60	62	87	23	12	105	31	46	89	17	44	28	27	40	28	67	16	161
1992	21	44	53	72	60	62	87	23	12	105	31	46	89	17	44	28	27	40	28	67	16	161
1993	20	40	51	46	52	53	80	25	21	72	21	46	89	17	44	28	27	40	28	67	16	161
1994	32	50	60	44	58	52	51	37	14	53	35	38	89	17	44	28	27	40	28	67	16	161
1995	35	58	97	60	68	63	113	46	29	93	44	46	110	11	46	28	27	40	28	67	16	161
1996	29	68	81	60	82	62	113	46	29	93	44	46	110	11	46	28	27	40	28	67	16	161
1997	29	68	81	60	82	62	113	46	29	93	44	46	110	11	46	28	27	40	28	67	16	161
1998	29	68	81	60	82	62	113	46	29	93	44	46	110	11	46	28	27	40	28	67	16	161
1999	29	68	81	60	82	62	113	46	29	93	44	46	110	11	46	28	27	40	28	67	16	161
2000	29	68	81	60	82	62	113	46	29	93	44	46	110	11	46	28	27	40	28	67	16	161
2001	47	71	134	74	81	81	136	34	31	104	43	51	117	23	53	45	116	95	54	68	24	1,792
County	402	629	1,047	729	465	710	1,116	415	308	1,048	460	877	1,222	213	881	627	1,099	695	473	635	327	15,819
Average	34	52	87	59	67	62	93	35	26	87	38	46	102	18	57	53	92	96	30	53	27	201
Ranking	19	14	4	9	7	8	2	18	22	6	17	18	1	23	11	12	3	18	14	13	21	20

- **June 29, 2001:** Settlement Agreement signed
- **July 12, 2001:** Submit NOI to prepare an SEIS to the *Federal Register*
- **July 17, 2001:** Final agreements with cooperating agencies complete
- **July 26, 2001:** Meeting with cooperating agencies, Bozeman, Montana
- **August 14, 2001:** New information from cooperating agencies due
- **August 17, 2001:** Determine additional analysis needs
- **August 30, 2001:** Meeting with cooperating agencies, Cody, Wyoming
- **September 30, 2001:** Distribute DSEIS for internal/cooperating agency review
- **October 18, 2001:** Meeting with cooperating agencies, Jackson, Wyoming
- **October 30, 2001:** End review, begin final edit
- **January 14, 2002:** Distribute second DSEIS for internal/cooperating agency review
- **January 18, 2002:** Meeting with cooperating agencies, Jackson, Wyoming
- **January 25, 2002:** Comments on second internal review DSEIS due
- **February 18, 2002:** Document to printer and posted electronically on the web site
- **March 10, 2002:** Finalize draft proposed rule
- **March 25-28, 2002:** Distribution of DSEIS and NOA. Publish proposed rule.
- **March 28, 2002:** Begin 60-day comment period.
- **May 29, 2002:** Comment period ends on proposed rule and DSEIS
- **July 15, 2002:** Begin internal and cooperating agency review of draft FSEIS
- **August 5, 2002:** Internal review and cooperating agencies' comments due
- **August 23, 2002:** Final edits incorporated
- **October 15, 2002:** Publication/Distribution of final SEIS and NOA
- **November 15, 2002:** Publication of Decision and final rule if necessary
- **December 15, 2002:** Final Rule effective date, if a new final rule is necessary

Prepared: June 2000

* Rate = ((#crashes)/(0.6)/((365/(ADT*Section Length)) = ((#crashes)/(10*6)/((365/(Daily Vehicle Miles)))